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TO: Chairman, Supergrade Review Board

SUBJECT: CIA Supergrade Structure

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1. PROBLEM:

To determine the appropriate supergrade structure for CIA in terms of:

- a. Supergrade ceiling
- b. Grade distribution of supergrade positions.
- c. Distribution of supergrade positions among major components.

2. ASSUMPTIONS:

- a. A method of fixing and adjusting the CIA supergrade structure periodically should be incorporated into the Agency salary administration program.
- b. To assure equitable compensation for personnel assigned to the most responsible Agency positions, the number and distribution of CIA supergrade positions should be reviewed periodically to maintain alignment with compensation practices of other comparable Federal Agencies.
- c. The supergrade category of positions, for purposes of external comparison, includes all full-time positions with authorized salary levels equivalent to or above the base of the GS-16 grade level, regardless of the type of authority for the rate. It includes statutory positions, Foreign Service positions in the Department of State wholly within the supergrade range, GS positions authorized by other legislation, positions in agencies excepted from the Classification Act which are compensated at or above the GS-16 level, etc.

3. FACTS BEARING ON THE PROBLEM:

- a. In the Federal Government there are numerous basic authorities which establish positions at salary levels above GS-15. These include the following:
 - (1). Executive Pay Act - P.L. 359.
 - (2). Classification Act of 1949.
 - (3). Defense Production Act of 1950 as extended.
 - (4). Appropriation and Deficiency Fund Legislation.
 - (5). Organic Legislation Establishing Agencies.
 - (6). Reorganization Plans.

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- b. There has been a continuous upward trend in the number of supergrade positions in the Federal Government. Reorganization Plans and Supplemental Appropriation Acts for Federal Agencies during the past several years have included authorizations for additional supergrade positions. P.L. 763, effective 1 November 1954, increased the number of supergrade positions authorized under the Classification Act of 1949 from 400 to 550. The President in his recent message to Congress recommended that the existing ceiling on supergrade positions under the Classification Act of 1949 be removed.
- c. The supergrade structure for the Federal Government as a whole and for most individual agencies is of pyramidal form with fewer positions authorized for each successive grade or salary level above GS-15. Representative patterns are depicted in Annex I hereto.
- d. The present supergrade classification structure of CIA is as follows:

Positions Approved
by DCI

Distribution of Supergrade
Personnel



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Ceiling: [redacted] positions which can be occupied by personnel at supergrade level at any one time.

4. DISCUSSION:

- a. There is no regulatory requirement or official guide to follow in determining the size and composition of the CIA Supergrade structure. Therefore, a logical approach is to compare the "supergrade/total personnel" ratios of agencies having missions and function comparable with those of CIA, as was done in the previous Supergrade Authorization Study of 12 December 1952. Using this method, agencies having the following basic characteristics were selected for comparison purposes: foreign or inter-governmental operations or relations; national defense or national security functions; functions requiring civilian staff personnel in numerous technical and specialized fields.

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9. The results of inter-agency supergrade structure comparisons are as follows:

Agency	Total Personnel	**Supergrade Positions	% Supergrades Total Personnel
Central Intelligence Agency			
State Department	20,914	222	1.06%
Atomic Energy Commission	5,993	107	1.78%
Foreign Operations Administration	5,783	43	.74%
U.S. Information Agency	9,538	50	.52%
Federal Civil Defense Administration	594	21	3.53%
Warren and Defense Statistics Administration	400	27	6.75%
Office of Defense Mobilization	263	32	12.16%

10. The following considerations are important in determining the significance of variations in Agency supergrade percentages:

- (1). The Department of State (1.06%) - This Department is most nearly comparable to CIA because of its world-wide mission, nature of functions, and dispersion of employees and activities. The total personnel figure for the Department of State, 20,914, includes approximately 9,000 non-citizen employees overseas, mostly non-professional and comparable to CIA indigenous employees under various types of contracts and not included in our total strength figure. In addition the Department of State FSO-2 class; \$11,130 - 12,700 p.a. was not included in the supergrade category since the entrance rate was below that of GS-16.
- (2). AEC (1.78%) - The primary factor warranting AEC's ratio is its responsibility for staff control and supervision over contractual operations employing thousands of additional personnel and involving large expenditures of funds.

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- (3). FOA (.74%) - The low rating corresponds with the FOA mission of rendering defense and economic support to selected geographical areas which are believed to be less responsible than the basic functions of the CIA and the Department of State.
- (4). USIA (.52%) - Low rating due to comparatively recent separation from the Department of State, since the agency's supergrade positions consist primarily of those received from that Department. 16 additional supergrades (12 GS and 4 Foreign Service) are now pending approval.
- (5). Office of Defense Mobilization (12.16%), Business and Defense Services Administration (6.75%), Federal Civil Defense Administration (3.53%) - The high ratios of these agencies are due to their status as "standby" agencies which maintain a nucleus of high-level staff personnel to facilitate rapid expansion under emergency conditions. Federal Civil Defense Administration, in addition, must supervise a large number of volunteer personnel not included in the Agency total.
- (6). The combined supergrade ratio of the AEC, Department of State, Foreign Operations Administration, and U.S. Information Agency; (42,228) positions, 422 supergrade positions; is .999 or approximately 1.00%. This group of agencies represents a composite of functions, operational situations, personnel staffing requirements, and security requirements which are most closely related to the functions of the Central Intelligence Agency.

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- d. Pertinent to the establishment of the Agency supergrade structure is a determination of the distribution of the total number of authorized supergrade positions by grade levels. Although no statutory requirement makes this action necessary for CIA, Congress has heretofore set a mandatory grade distribution for supergrade positions under the Classification Act, currently: [REDACTED] Supergrade grade distributions for the following agencies were also reviewed in the process of determining a reasonable distribution for CIA: (a) all Federal Agencies under the Classification Act; (b) Department of State; (c) Atomic Energy Commission; (d) Foreign Operations Administration; and (e) the U.S. Information Agency. The latter distributions are presented graphically in Annex I. An analysis of these grade

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distributions pointed out the fact that the supergrade distribution for the Federal Government as well as distributions for most other agencies are generally consistent with the organizational principle that each succeeding higher level of positions has broader area or functional responsibility and consequently fewer authorized positions than the next lower level. However, the current CIA supergrade

[REDACTED]

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- a. Inasmuch as a composite supergrade ratio of Department of State, AEC, FBI, and NSIA is recommended for use in establishing the ceiling for CIA supergrade positions, it is consistent to apply likewise the composite grade distribution pattern of the four agencies in determining the CIA distribution. On a percentage basis, the following distributions result: (See Annex III).

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Since the military strength has been included in computing this ratio, general or flag rank military officers on active duty and Foreign Service Officers with rank of FSO-1 or higher class who are detailed to perform the duties of Agency positions should obligate a supergrade ceiling position.

A comparison of the recommended number and distribution of supergrade positions with the current supergrade staffing situation indicates that the recommended distribution pattern could be achieved without the necessity for downgrading actions. In fact, the following personnel actions could be accomplished within the structure recommended:

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- f. Upon conclusion of the previous supergrade study, the supergrade ceiling was sub-allotted to major components based on the following formula:

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Number of Supergrade Positions
Approved for each Component
by the Supergrade Review Board.

Since that date there have been several adjustments in the ceiling based upon changed operational requirements in the Office of the DCI and the organizational shift of the Office of Personnel.

Alternate methods of allotting the supergrade ceiling among the Agency Components which have been investigated involve distribution of this ceiling based on the ratio of:

- (1). Component T/O to Agency T/O (By number of T/O positions).
- (2). Component Ceiling (Civilian and Military) to Agency Ceiling.
- (3). Number of GS-9 and Above Personnel on Duty in the Component to Number of GS-9 and above personnel on duty in the Agency.
- (4). Number of T/O positions above GS-9 in the Component to the Number of positions above GS-9 on the Agency T/O.
- (5). Number of T/O positions within the GS-13 to GS-15 range in the component to the total number of GS-13 to GS-15 inclusive positions on the Agency T/O.
- (6). Number of T/O positions in GS-15 in the component to the total number of GS-15 positions on the Agency T/O.

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Supergrade ceiling distributions resulting from application of the above ratios are as follows:

Component	Current Supergrade Ceiling	Supergrade Ceiling based on:			Pos. Above GS-9	Pos. in GS-13-15	Pos. in GS-15
		T/O Positions	Ceiling Positions	GS-9 & Above			
25X9A2							

Rather than select any single one of the means set forth for distributing the supergrade authorization among components, a combination of two or more of the alternates could be used. If the component ceiling and the number of GS-13 to GS-15 positions were selected, an average of the results obtained by each method would result in the following distribution:

Component	Current Super-Grade Ceiling	Presently Obligated	Supergrade Ceiling based on Personnel Ceiling and Number of GS-13 to GS-15 (incl) pos.
25X9A2			

The foregoing procedure considers both the size of the component concerned and the level of its positions, and is therefore believed more equitable than one which would consider a single factor. However, the requirements of the Office of the Director could not be determined validly by this method. Other items for consideration in adjusting the final figures are as follows:

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(a). The nature of the functions of the Office of Communications and the fact that with few exceptions all Communications positions regardless of where they are physically located are reported as part of the Office of Communications T/O and Ceiling. In addition, Commo has [redacted] position Recruitment and Rotation pool included within its T/O and ceiling. 25X9

25X9

(b). In contrast there are approximately [redacted] and approximately [redacted] positions appearing on the DD/P T/O, which receive certain policy direction from and are under the Career Service jurisdiction of DD/A Offices and Office of Personnel, respectively. 25X9

(c). Office of Training T/O and Ceiling figures include provisions for approximately [redacted] positions in the Junior Officer Training (JOT) program. 25X9

In an attempt to equate as many of these factors as possible, as well as to consider the present ceiling and obligations, and yet provide increased supergrade ceiling to all components, the following distribution is suggested for consideration:

Component

Increase over present ceiling



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5. CONCLUSIONS:

a. The composite supergrade ratio of the AEC, Department of State, FOA, and U.S. Information Agency provides a sound and defensible basis for establishing the CIA supergrade authorization. Application

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- b. The total number of supergrade positions should be distributed by supergrade levels consistent with practices in the four agencies considered in determining the CIA supergrade authorization, as follows:

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- c. The total number of supergrade positions may be distributed among Agency components in accordance with the method recommended in 4e, on the basis of the ceiling of each component and the number of approved positions within the GS-13 to GS-15 grades with appropriate adjustments as indicated. General or flag rank military officers on active duty and Foreign Service Officers with rank of FSO-1 or higher class who are detailed to perform the duties of Agency positions should obligate a supergrade ceiling position.

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- d. In view of the reduction in the number of P.L. and GS-18 presently approved positions from  the Supergrade Review Board with the assistance of the Assistant Director for Personnel recommend which positions should comprise the GS-18 and P.L. category.

6. ACTION RECOMMENDED:

It is recommended that the conclusions be approved and the necessary implementing action be taken by the Supergrade Review Board and the Assistant Director for Personnel

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Assistant Director for Personnel

ANNEXES:

- I. Comparison of Supergrade Structures - Other Agencies
- II. CIA Supergrade Structure - Present and Proposed
- III. Composite Supergrade Structure - State, AEC, FOA, USIA

ACTION BY APPROVING AUTHORITY:

APPROVED:

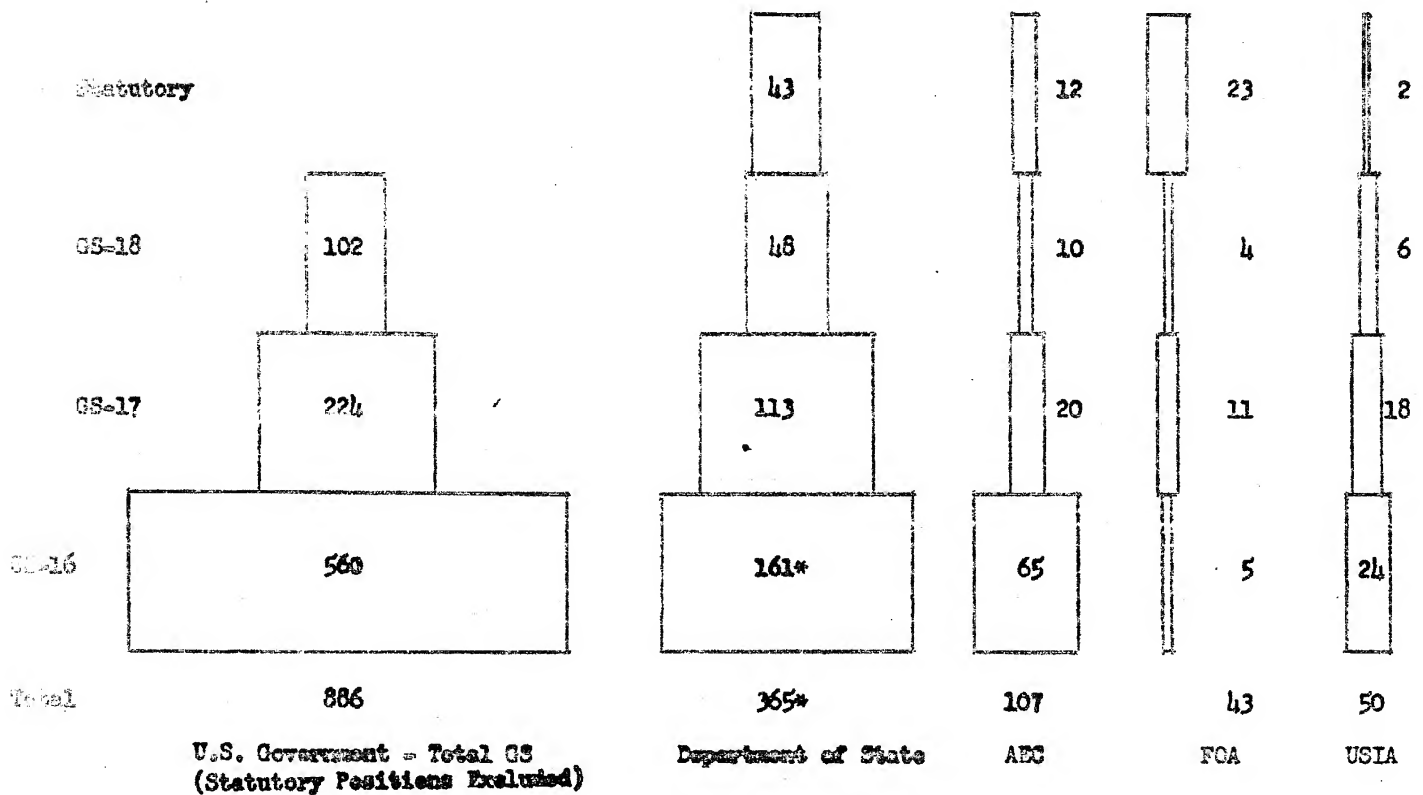
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ANNEX I

SUPERGRADE STRUCTURES - OTHER AGENCIES



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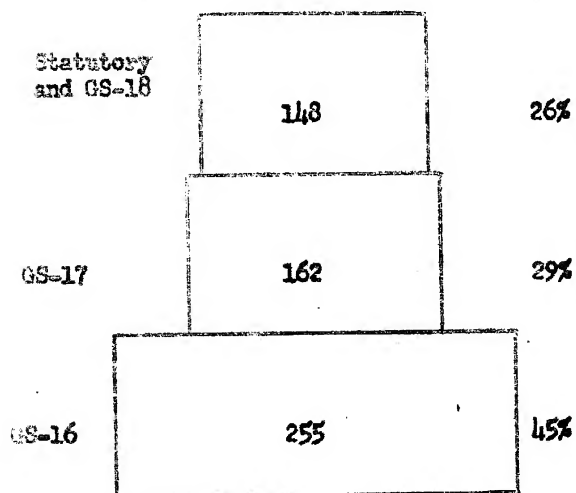
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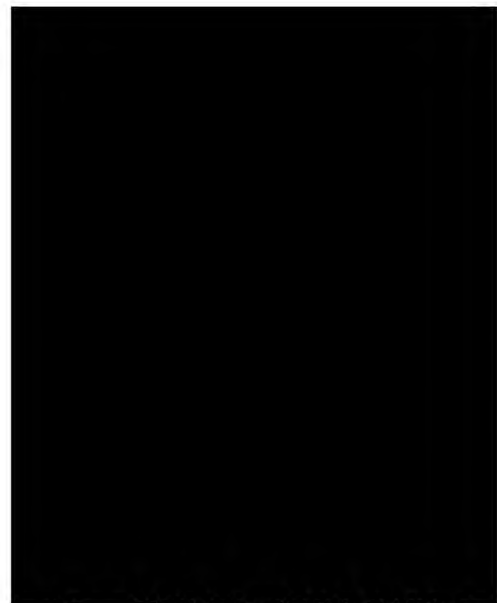
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ANNEX III

COMPOSITE GRADE STRUCTURE - STATE, AEC, FOA, USIA



Total 565
Composite Grades - State, AEC, FOA, USIA



Proposed CIA Grade Distribution

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